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ABSTRACT

This report, the fourth in a series describing an ongoing investigation of Illinois family literacy programs, documents the work and organization of a group that studied and developed state policy in the area of family literacy. The report includes the following: (1) the position paper that outlines the findings of the family literacy policy group and their suggestions for fostering educational programs for adults and children; (2) recommendations from the Illinois Literacy Resource Development Center regarding statewide administration of family literacy programs and development of the position paper; (3) a description of how the agenda was advanced after the meetings; and (5) the present status of the state initiative. Twelve appendixes provide documents from the project, including participant list, fact sheets, purpose and outcomes of meetings, state agency personnel, national and private initiatives, family literacy in other states, mission statements, prioritized needs, small group reports, governance discussion, subcommittee discussion, and a one-page summary. (KC)

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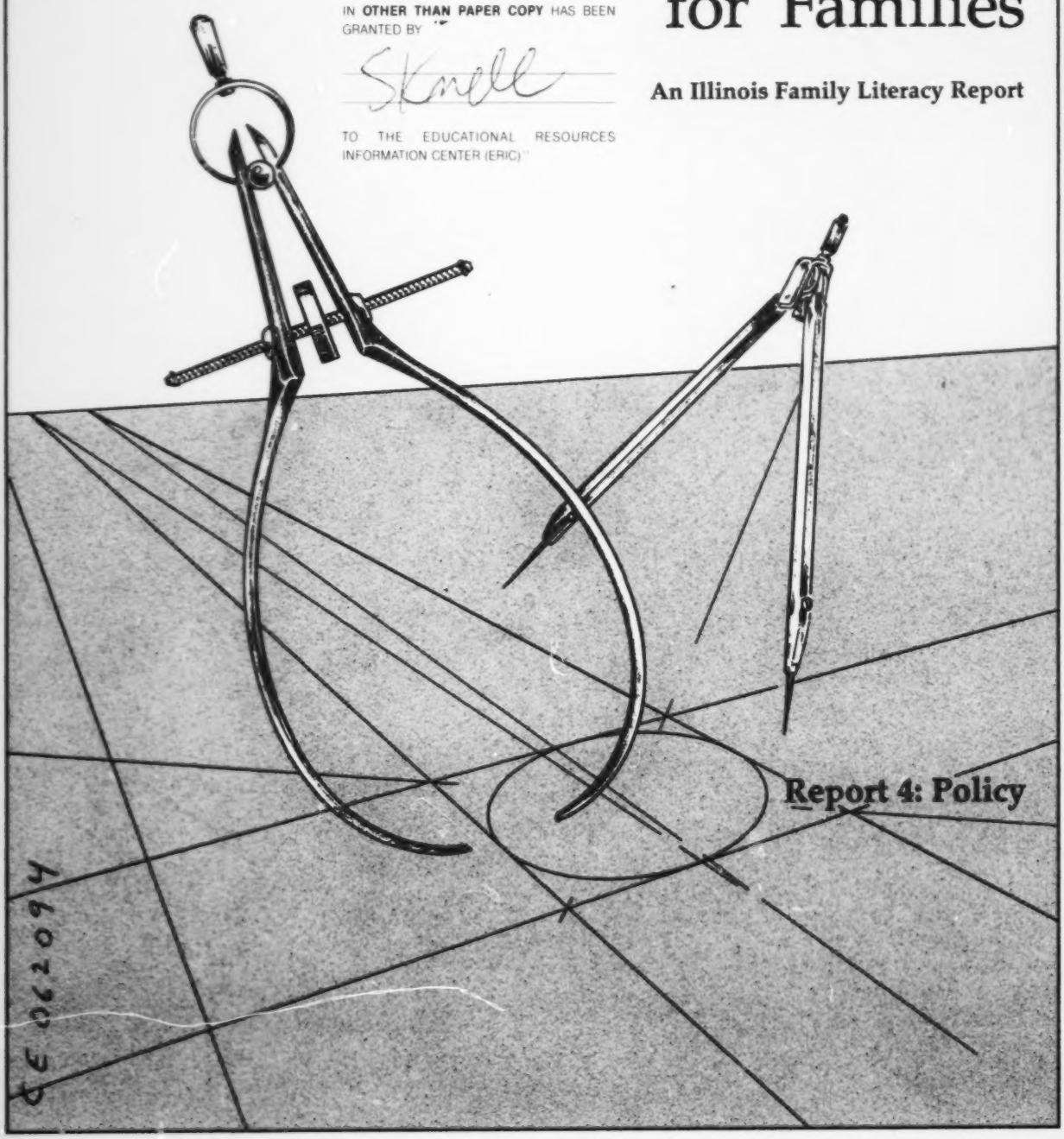
Fine Tuning the Mechanics of Success for Families

An Illinois Family Literacy Report



Report 4: Policy

CE 062094

FINE-TUNING THE MECHANICS OF SUCCESS FOR FAMILIES

Policy Report, #4

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From the ILRDC President

The ILRDC Board of Directors would like to acknowledge the efforts of Suzanne Knell, Executive Director, and Barbara Geissler, Assistant Director, for their hard work and dedication. Their countless hours have made these reports possible. The Board would also like to acknowledge the cooperation of all involved in this project, from the front-line providers to the governmental agencies.

As we move into the next century the need for family literacy will explode. Each year the technological needs of industry increase, driving the educational levels needed to fill new jobs to higher levels. Education has always begun in the home. Addressing the literacy problem through the family will improve skills for all ages.

The need for creative policy initiatives is more important than ever. We are at the beginning of a learning revolution. We must develop new approaches to learning and literacy to meet the increasing learning demands of business and society as a whole. This report will be a welcome resource and guide for those trying to create a better learning environment.

Keith Ervin
President, Illinois Literacy Resource
Development Center

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Introduction

The responsibility for the development of family literacy policy and programs lies with multiple state agencies and departments in Illinois. Because no single agency oversees the education, support, and economic self-sufficiency of families, the development of effective family literacy policy and programs demands coordination among these agencies and top level support from the Governor.

During 1989 and 1990, the Illinois Literacy Resource Development Center (ILRDC) conducted a survey of 19 of the estimated 35 family literacy programs in Illinois.[1] Two years later, there were over 60 family literacy programs in the state. The family literacy initiatives at the local level were usually spearheaded by several entities including adult education, prekindergarten, elementary and middle schools, Head Start, and libraries. Other groups often included in the collective effort were public aid, children and family services, universities, and business.

The local entities involved in the development of family literacy programs within a community were governed by state agencies which were responsible for policy and program development of education, support, or employment programs for adults and children.

The ILRDC saw the need to study and develop state policy in the area of family literacy for several reasons:

1. multiple state agencies and departments were involved in the funding and development of family literacy programs;
2. these agencies and departments were represented at the local level in the development of family literacy programs; and
3. family literacy programs were proliferating in Illinois and appeared to be successful in meeting the needs of the members of participating families.

For these reasons, the Illinois Literacy Resource Development Center, with support from the John D. and Catherine T. MacArthur Foundation, organized the Illinois Family Literacy Policy Meetings. Sharon Darling and Bob Spillman of the National Center for Family Literacy were asked to facilitate the meetings.

For five intensive days during the summer of 1991, a group of state agency personnel, service providers, legislators, and other interested parties met to discuss family literacy in Illinois (see Appendix 1 for list of participants).

The overall purpose of the meetings was to develop a list of needs and policy recommendations for state officials, legislators, and those interested in advancing family literacy opportunities in Illinois.

This report documents the work and the organization of the group. It includes the:

1. position paper which outlines the findings of the family literacy policy group and their suggestions for fostering educational programs for adults and children;

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1 Two reports summarizing this work, *The Mechanics of Success for Families, Report #1, Family Literacy Programs* and *Report #2, Evaluation* are available from the ILRDC.

2. recommendations from the ILRDC regarding statewide administration of family literacy programs and program development;
3. outline of the process that led to the development of the position paper;[2]
4. description of how the agenda was advanced after the meetings; and
5. present status of the state initiative.

The appendices include detailed information which supports the material in this report. It is our hope that the reader will value the significance of the process and find this document to be a useful guide for future policy meetings.

The authors believe this report will be useful to policymakers, legislators, state agency personnel, and advocates of family literacy. We feel that this process has worked for the state of Illinois and hope that all or parts of it will assist others with the important work that needs to be done in the area of family literacy.

2 Some of the Illinois family literacy programs and tested models are described as being successful in the position paper because the participants thought that the programs and models should be highlighted in the most positive fashion in order to convince legislators and policymakers that family literacy programs should become a high priority in the state. The ILRDC has visited successful family literacy programs throughout the state and realizes that additional research needs to be conducted in order to more soundly "prove" that the programs are obtaining the desired outcomes and the learners are learning.

Position Paper

Family Literacy Background

A parent or other significant adult in the home is a child's first teacher. Research has shown that the level of academic achievement reached by the adult caregiver will have a significant impact on the educational achievement of the child (Berlin and Sum, 1988). This role of teacher and its inherent responsibilities can put low- literate parents and their children at a significant disadvantage. Indeed, it is widely believed that a "cycle of illiteracy" is being perpetuated by a continuous lack of academic achievement generation after generation.

To assist in breaking this cycle, researchers and program providers are focusing on interactive educational services for parents *and* children. This concept, that parents and children will learn better together, is the essence of family literacy.

In keeping with this concept, family literacy programs offer the following components:

- adult literacy and life skills instruction for **parents or adults** within the family in need of literacy skills to function effectively in society;
- language, literacy and play experiences involving the **parent and child** that support reciprocal learning and teaching;
- literacy and language experiences for **children** with special emphasis on young children;
- **collaboration** with programs serving young children and those serving adult learners.

Why is Family Literacy Needed?

Research suggests that family literacy programs provide educational intervention which is greater than the sum of its parts — adult education and child education (Sticht, 1989). In fact, family literacy programs have been shown to be highly successful at helping parents achieve their educational goals and in encouraging them to better prepare their children for academic success. According to Tom Sticht, a pioneering researcher in this area, "double-duty dollars could be obtained by investments in programs that focus on **the intergenerational transfer of cognitive ability** — combining parent and child education..." (p. x, *Making the Nation Smarter*)

In Illinois, where less than 5% of adults in need of basic skills are served, and more than one-third of the three- and four-year-olds and almost 50% of 8th graders are at-risk of academic failure, the significance of doubling the return on educational investments should not be overlooked. Not only will more *families* be served by making family literacy a state priority, but the impact of these services may be greater for the integration of adults' and children's educational needs[3].

3 See Appendix 2 for additional statistics.

Family Literacy in Illinois

Significant interest in family literacy exists among state agency personnel and program providers in Illinois. A variety of successful models have been tested at the local level and coordination efforts have begun among the following state agencies:

- Department of Public Aid,
- Department of Children and Family Services,
- Secretary of State Literacy Office,
- Illinois Community College Board, and
- Illinois State Board of Education,

as well as within the departments of the Illinois State Board of Education. The final element in the equation would be the bold leadership of the State Chief Executive of Illinois to advance the family literacy agenda. Therefore, the family literacy policy group recommends that the state of Illinois adopt the following mission statement, goals, and strategies.

Mission Statement

The State of Illinois has the responsibility to support coordinated family literacy opportunities which respond to family goals and build on family strengths. These efforts will provide interactive educational partnerships between adults and children within the family.

Administrative Goals

1. Develop statewide leadership which understands family literacy programs and acts as advocate, organizer and protector of family literacy programs.
2. Compile needs assessment information and research data supporting the need for and success of family literacy for distribution to key state agencies, school personnel, legislators, and other policymakers. If this strategy is successful in securing funding, then develop local campaigns and a statewide campaign to promote availability of family literacy.
3. Secure funding to enhance, expand and coordinate family literacy efforts through public and private resources.

Program Goals

1. Develop program standards and indicators of quality for family literacy.
2. Identify and fund quality research, training, and technical assistance.

Implementation Strategies

In order to advance the mission and goals, the policy group recommends formation of a statewide family literacy committee. This committee would be appointed by the Governor and have decision-making authority. The committee members would be responsible for the coordination of family literacy activities among the state agencies. Their initial tasks would include:

1. developing bylaws;

2. identifying the target service population;
3. setting agency eligibility criteria; and
4. preparing and submitting a plan to coordinate existing services, improve programs, and maximize resources for family literacy[4].

The family literacy committee shall include the directors or designees of the following:

- Illinois State Board of Education (one representative for adults; one representative for children)
- Illinois Community College Board
- Illinois Department of Public Aid
- Secretary of State Literacy Office
- Department of Children and Family Services
- Head Start
- General Assembly
- Local family literacy programs (four representatives)

The policy group strongly encourages the committee to use the information generated and the work completed by the policy group in accomplishing their charge[5].

Conclusion

If promoted and advanced, family literacy has the potential to change the lives of some of the 2.5 million Illinois adults and the children in their care in need of reading, writing, math, problem solving, and communication skills. Not only does this ensure an educated populace for Illinois today, but it offers us the promise of a more literate Illinois for many generations to come.

4 These tasks were later modified.

5 Complete documentation of that work is available upon request from the Illinois Literacy Resource Development Center.

Recommendations from the ILRDC[6]

The following recommendations were developed by the staff of the Illinois Literacy Resource Development Center regarding family literacy administration and program development. These recommendations are based on the discussions that took place at the policy meetings and the work of the ILRDC.

Administrative Recommendations

1. The Governor should adopt the family literacy recommendations outlined in the position paper developed by the Illinois Family Literacy Policy Group.
2. An interagency committee should be appointed by the Governor to oversee and be responsible for family literacy policy and programs.
3. The interagency committee should meet regularly to ensure:
   a. coordination with present family literacy activities within all the appropriate state agencies including, but not limited to, Adult Education and Literacy; Early Childhood; Chapter 1; Department of Public Aid; Secretary of State Literacy Office-Illinois State Library; Illinois Community College Board; and Children and Family Services. In addition, there should be representation from Head Start; local programs, and the State Legislature, and participation by parents; and
   b. coordination and consolidation of the rules and regulations required of the multiple state and federal programs which support local family literacy programs;
   c. proper implementation and coordination of the Federal Even Start program as it becomes a state program; and
   d. proper examination and development of new legislation to increase funding of existing programs and develop new programs.
4. New programs should be developed and existing ones expanded with existing or new monies. All family literacy programs should adhere to the following criteria:
   a. Hold a series of collaborative meetings with networking agencies and institutions to conduct a needs assessment of resources and lack of resources and develop a plan to submit to the interagency committee.
   b. Include in the plan:
      i. a comprehensive design which describes the adult, child, and adult-and-child-together components, support services, and provisions for continued coordination among the networking entities;
      ii. an evaluation component which will describe program and learner demographics and program and learner outcomes; and

6 These recommendations were developed by the ILRDC staff after the meetings and reflect the opinions of the staff.

iii. provisions that the staff will participate in sequential technical assistance in the areas of program development and evaluation.

c. A first year report should be given to the General Assembly.

5. The interagency committee members should meet with members of the family literacy subcommittee of the Illinois Literacy Council for advice and guidance. The committee should also meet with other groups interested in or supportive of family literacy.

6. The family literacy subcommittee of the Illino's Literacy Council should develop a public awareness campaign at the state and local levels. The campaign would include information about the need for family literacy programs, highlight successful programs and families participating in such programs, and demonstrate to the public the success of family literacy programs in the education of adults and children.

8. Forums regarding family literacy policies and programs should be held at state, regional, and local meetings.

9. Statewide surveys of family literacy programming should continue in order to track progress and changes in the area. This information should be reported to the interagency committee, the family literacy subcommittee of the Illinois Literacy Council, and local program providers.

Programmatic Recommendations

1. The number of studies regarding "best practices" must be increased and made available to state and local personnel.

2. Short-term and longitudinal studies should be conducted regarding the effectiveness of program models.

3. Investigations into the development of the adult and child component must be increased and information made available to local providers.

4. Investigations into linking family and work force literacy programs, where appropriate, should be studied and models developed.

5. Technical assistance should be available to agencies and schools within a local district to develop a coordinated and quality family literacy initiative.

6. Sequential technical assistance activities should be provided at the local and state levels.

7. Local educational agencies (LEAs) and community-based organizations (CBOs) should be eligible for family literacy funding and technical assistance.

8. Parents, and where appropriate, children, too, should be included in the decision-making process at all levels.

9. Development of a practical evaluation system at the local program level should be encouraged and properly funded.

10. The private sector should be educated regarding the significance of family literacy programs and join in partnerships at the local and state levels.

11. Presentations regarding the Illinois Family Literacy Agenda should be given at national conferences so representatives from other states can learn from the Illinois experience.

The Activity

The ILRDC saw the need for the development of a coordinated policy plan for the state of Illinois in the area of family literacy. Programs were increasing at a rapid rate and interest was high. Family literacy programs provided an excellent opportunity for multiple agencies at the local and state level to coordinate policies and develop programs which offered promising results in meeting the educational and social support needs of families.

The policy meetings were structured in a fashion that maximized the use of the time the participants were together. This included:

a. developing clear goals and objectives for the meetings (see Appendix 3 for goals of the meetings);

b. sharing information and discussing issues and language in a large-group format;

c. shaping ideas and drafting language in small groups with reports back to the large group;

d. providing the participants with summaries of the meetings and work completed; and

e. voting on final language and actions which are described in this report.

The result of the meetings was the development of the position paper which described the policy recommendations in the area of family literacy for the State of Illinois and an action plan for implementation of the recommendations.

Additional outcomes of the meetings included:

a. expanded knowledge among the participants in the area of family literacy;

b. adoption of the definition of family literacy by multiple state agencies;

c. increased coordination and communication among the representatives of the state agencies; and

d. a sense of satisfaction that each participant made a contribution to the advancement of coordinated family literacy policy in the state.

Pre-Planning

Many precursor activities took place driving the preparation of the family literacy policy meetings.

In 1988, the ILRDC conducted the first statewide meeting which addressed issues in the area of family literacy. At that time, approximately five family literacy programs were in operation with funding from the Illinois State Board of Education - Adult Education and Literacy Section. Representatives from state agencies, local programs, business, and foundations met at the Chicago Tribune Towers to discuss local program activities and outline recommendations regarding the development of family literacy policies and programs.

The ILRDC developed an action plan to implement the recommendations developed at the first meeting and received a grant from the John D. and Catherine T. MacArthur Foundation to carry them out[7].

During 1989 through 1990, the ILRDC gathered information regarding the development of family literacy programs in Illinois. From this work, profiles of family literacy programs were developed and a program development and evaluation framework was adapted from the work of Weiss and Jacobs (1988). Two reports were produced by the ILRDC, *The Mechanics of Success for Families - Report #1, Family Literacy Programs and Report #2, Evaluation.*

In addition, the ILRDC held state task force meetings throughout 1989 and 1990 regarding issues in the area of family literacy. Few individuals had a clear idea about how to develop a family literacy program and no one in the state was sure how to define family literacy.

The purpose of these meetings was to bring together a group of interested individuals from government, education, and business to share information and increase the knowledge base of the participants who could affect family literacy policy and program development.

The outcomes of these meetings were:

1. a clearer vision of designs of family literacy programs;
2. an emerging definition of family literacy;
3. a brochure describing family literacy programs, the multiple issue areas that are addressed through the programs, and the benefits of such programs; and
4. the expressed need to develop coordinated statewide family literacy policy.

During 1990 through 1991, the ILRDC worked individually with seven family literacy programs to assist them in the implementation of the program development and evaluation framework adapted from Weiss and Jacobs. Specifically, the staff helped the local providers develop tools to assess program development and growth as well as program and learner outcomes.

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7 Additional support came from the Illinois State Board of Education - Adult Education and Literacy Section and the Chicago Tribune Charities, a fund of the Robert R. McCormick Tribune Foundation.

At the same time, the ILRDC began to plan the state policy meetings in the area of family literacy. The ILRDC gathered statistics and information regarding the policies and programs of state agencies that funded at least one component of a family literacy program. Information was collected from ten state agencies and departments which were responsible for over 21 statewide programs in the education, support, and employment of adults and children.

Equipped with extensive information regarding local program development and state policy and programs, the ILRDC staff met with representatives from state agencies to explain the concept behind the policy meetings, gain agency support, and decide who should attend the meetings.

Goals and outcomes for the policy meetings had been developed by the ILRDC at an earlier date and were refined after each of the meetings (see Appendix 3 for a list of the goals and outcomes).

The main concerns of the ILRDC staff throughout the planning and implementation of the meetings was to maximize the use of the participants' time, set clear and obtainable goals with realistic outcomes, create a "level ground" where each participant was treated fairly and equally, and enjoy the exchange of ideas.

Ten Steps to Develop Statewide Family Literacy Policy

The Meetings

Representatives of state agencies and departments, state and regional technical assistance organizations, universities, local programs, and the state legislature were invited to the policy meetings. The ILRDC felt it was important to include individuals who worked in these different roles since policy affects program development and program development affects policy.

Step 1. Sharing and Disseminating Information

To help everyone understand the roles of the multiple state agencies and departments in the area of family literacy, representatives from the agencies and departments outlined their policy, mission, program funding, and activities.

The agencies and departments represented included:

- Illinois State Board of Education - Adult Education and Literacy Section
- Illinois State Board of Education - Accelerated School Network
- Illinois State Board of Education - Pre-Kindergarten Initiative
- Illinois State Board of Education - Chapter One
- Illinois State Board of Education - Department of Adult and Vocational Education - Consumer and Homemaking Education Program
- Illinois Department of Public Aid
- Illinois Community College Board
- Secretary of State Literacy Office - Illinois State Library
- Department of Children and Family Services

A description of the Head Start programs in Illinois was added at a later date.

Seven representatives of state and regional organizations and universities described program development, technical assistance, policy, and research activities. Seven local providers described their family literacy programs.

As participants described their entity's role in family literacy, the duties were classified into one of five categories including services for adults, children, adults and children together, family support, and economic self-sufficiency. This list was later developed into a handout to visually show how the entities' responsibilities fit together.

The exchange of information was quite valuable and the pieces of the mosaic of family literacy in Illinois began to form a design (see Appendix 4 for descriptions of the state agencies, state and regional organizations and local programs).

Step 2. Sharing Information Regarding National and Private Initiatives in Family Literacy

The purpose of this step was to examine national and private initiatives to see how they affect policy and programs within the State of Illinois and to broaden the knowledge base of the participants.

Descriptions of the multiple national and private initiatives in the area of family literacy were presented and discussed by Sharon Darling. The most significant federal legislation affecting family literacy was the implementation of the Even Start Program which will become a state program during the summer of 1992. The National Literacy Act of 1991 was outlined and implications of this act on family literacy was discussed. Other initiatives presented included the Kenan Trust Family Literacy Project through the National Center for Family Literacy, Kentucky PACE program, Federal Chapter 1 Program, Library Services and Construction Act, Welfare JOBS Program, VISTA, Department of the Interior- Bureau of Indian Affairs, and the programs privately supported (see Appendix 5 for detailed descriptions of National and Private Initiatives).

The participants left this discussion full of information about the connections among the national and private initiatives and state and local efforts.

Step 3. Brainstorming of Issues

The next step was to develop a list of issues that needed to be included in legislation or policy recommendations in the area of family literacy. The list included the following:

I. Definition
- Definition of literacy
- Definition of family literacy
- Mission and goals
- Target population, restrictions, bilingual needs

II. Statutory Structure
- Governance
- Providers: public, nonpublic, paid, volunteer
- Funding
  - providing coordination
  - streamlining funding

III. Family Literacy Development
- Coordination of services
- Technical support for programs
- Input of key players

IV. Outcomes
- Research and evaluation
- Measuring results
- How to promote independence

The brainstorming session set a framework for the later development of the position paper and plan for implementation. Darling ended the first day with a note that family literacy should not be an "either/or" situation. That is, there must be realization that family literacy has to be worked from both sides, the adult and the child, and to treat both as equally important in the development of family literacy programs and policies.

Step 4. Examining Family Literacy Initiatives in Other States

To better understand how to develop policy and legislation and what it might include, the National Center for Family Literacy (NCFL) staff described family literacy initiatives and lessons learned from Hawaii, North Carolina, New York, and Kentucky. Briefer descriptions of the initiatives in Mississippi, Washington (State), South Carolina, Louisiana, and Georgia were given.

Next, legislation from Kentucky, Hawaii, Mississippi, Washington, and Louisiana was distributed to the participants. The participants were assigned to one of five groups and instructed to answer five questions regarding the legislation. Those five questions were[8]:

1. What problem(s) will be addressed?
2. What target population will be served?
3. Which agency(s) will have the responsibility for implementing the program(s) mandated by the legislation?
4. Will model program(s) be established?
5. Is there any evaluation provided for in the legislation?

(Descriptions of the state initiatives and the reports regarding the legislation from the five groups may be found in Appendix 6.)

The examination of legislation proved to be quite helpful to the participants. It enabled them to start thinking about the pieces of legislation that were useful or not useful, and what information might be included in the Illinois legislation or policy.

Some participants felt uneasy examining legislation. They were not sure whether new legislation was needed in Illinois. It was repeatedly pointed out that Illinois could approach the development of family literacy policy in different ways: 1. legislation could be developed; or 2. policy recommendations could be developed and adopted by the state agencies.

Step 5. Brainstorming Illinois Strengths, Weaknesses, and Barriers

To begin to develop a picture of family literacy in Illinois and prepare for the later development of the position paper and policy recommendations, the members brainstormed the state's strengths, weaknesses, and barriers.

ILLINOIS STRENGTHS

a. The Illinois State Board of Education supports the funding and coordination of family literacy programs.

b. There are a variety of family literacy models in the state.

8 Questions were developed by the NCFL staff.

c. The Illinois State Board of Education coordinates programs among various departments including the Prekindergarten Initiative, Adult Education and Literacy, and Accelerated Schools.

d. There is a technical assistance network.

e. Illinois has great families wanting to participate.

f. There is cooperation with the Illinois Department of Public Aid as far as utilizing the JOBS funding for family literacy.

g. The adult and child components are well-developed.

h. Local programs have a lot of flexibility.

i. One program in Illinois has received a Barbara Bush grant.

j. There is interagency commitment to cooperation.

k. The Adult Education and Literacy Section sets aside $1.8 million for family literacy, workplace literacy and volunteer coordination activities.

ILLINOIS WEAKNESSES

a. There is a lack of standard evaluation.

b. There is a lack of leadership from the top.

c. Local programs are starting from scratch and there is a lack of access to information.

d. Illinois has an inadequate mission statement.

e. Local programs do not have access to facilities to house a family literacy program.

f. One year grants are too short.

g. There is a lack of awareness regarding family literacy programs for parents in elementary and middle schools.

h. Some existing school personnel are resistant to family literacy cooperation.

i. There is a lack of funding.

j. The battle over which state agency will govern adult education keeps arising, and it takes too much energy to deal with this constantly.

k. There are turf battles.

l. There is no state policy.

m. There is a strong support system for parents and children within the Prekindergarten Program, but it disappears in the K–12 system.

n. The adult-and-child-together component is underdeveloped.

BARRIERS

a. The diverse funding is uncoordinated.

b. There are restrictive rules and regulations.

c. There is a lack of public awareness regarding family literacy programs.

Keeping in mind the issues to be addressed within potential policy or legislation and Illinois' strengths, weaknesses, and barriers in the area of family literacy development, the group moved to the next step.

Step 6. Developing the Mission Statement

The purpose of this step was to identify components to include in a mission statement. Identification of components was a prerequisite to the eventual development of the final mission statement.

The participants divided into three groups to discuss the components. The three groups came together as a large group to share their work. The combined components generated from the groups were:

- a definition of family literacy, including an interactive educational partnership between adults and children;
- a description of the state's responsibilities;
- a description of the target population;
- an outline of coordination activities in planning, funding, and program implementation;
- language that focused on building family strengths, responding to participant's goals, and viewing participants as independent, self-directed, life-long learners; and
- a description of program outcomes and type of learning environment.

Participants reconvened into their small groups to develop a draft mission statement. The drafts were sent to the NCFL where staff combined the three statements into an inclusive one. At the next meeting the three separate mission statements and the combined one were presented to the group (see Appendix 7 for these statements.).

Some participants felt that the combined mission statement included too much information and should only include the state's responsibility and describe the concept of family literacy. Some thought that specific issues including targeting, program standards, technical assistance, funding, governance, research and formation of a committee or council should be addressed in the goals and implementation strategies. The mission statement should "set the broad stage" for the later development of the goals and strategies.

In-depth discussions around the mission statement took place. A shortened description of these discussions follows. It is included in this section because of its significance and benefit to those who are beginning to develop a mission statement.

The participants decided that the words "family literacy" instead of "family education" should be included in the mission statement, since the words have gained state and national recognition and individuals readily identify with the two words. It was important to capitalize upon the familiarity of the words.

Another discussion took place regarding "family literacy opportunities" and "educational programs, activities, or classes." The participants agreed that "opportunities" was a more inclusive term which best described the menu of services being offered to members of the families.

The words "The State of Illinois has the responsibility" were selected instead of "It is the mission of the State of Illinois" because the word "responsibility" was more

powerful. The participants felt that the state should bear the responsibility for the implementation of family literacy policy and programs.

The phrase "...respond to family goals..." was selected because the participants felt that family literacy programs should include goals for family members, not just one member, such as the adult only or child only. In addition, the participants believed that family literacy programs should "build on family strengths" and not focus on family deficits.

The participants also wanted to underscore the interaction or reciprocation between adults and children. Thus the words "... interactive educational partnerships between adults and children..." were coined. And, they felt that further qualification was needed regarding the relationship between the adult and child, so the participants decided upon the phrase ".. interactive educational partnership between the adults and children within the family." It was assumed that the word "family" would include any person(s) regarded as a significant other and there need not be a biological tie between the child and adult.

The final mission statement adopted was:

> The State of Illinois has the responsibility to support coordinated family literacy opportunities which respond to family goals and build on family strengths. These efforts will provide interactive educational partnerships between adults and children within the family.

Step 7. Developing Goal Statements to Support the Mission

To advance the mission, goal statements were developed. The policy members developed another list of the state's family literacy needs which were later prioritized (see Appendix 8). This list was compared to the first list of needs, consolidated, and turned into the administrative and program goals in the policy paper. The common needs the members identified were:

- Funding
- Needs Assessment, Performance, and Evaluation
- Leadership and Coordination
- Public Awareness
- Technical Assistance, Program Development, and Research

Goal statements were developed to address the needs in the above areas. The goal statements were later organized into a two-part structure and placed under administrative goals or program goals.

The goal statements adopted were:

ADMINISTRATIVE GOALS

1. Develop statewide leadership which understands family literacy programs and acts as advocate, organizer, and protector of family literacy programs.
2. Compile needs assessment information and research data supporting the need for and success of family literacy for distribution to key state agencies, school personnel, legislators, and other policymakers. If this strategy is successful in

securing funding, then develop local campaigns and a statewide campaign to promote availability of family literacy.

3. Secure funding to enhance, expand, and coordinate family literacy efforts through public and private resources.

PROGRAM GOALS

1. Develop program standards and indicators of quality for family literacy.
2. Identify and fund quality research, training, and technical assistance.

Step 8. Defining Family Literacy

Although it may seem illogical to wait to define family literacy, this was a strategy used by the organizers to avoid getting bogged down and gave participants time to absorb others' ideas and views regarding family literacy.

A natural opportunity arose to discuss the definition of family literacy when targeting of services became an issue. Targeting services had been a thorny issue earlier in the meetings, and the members thought that services could be targeted by defining family literacy.

Because of the significance of the discussion around the definition, the specific components are examined in greater depth.

Group members agreed that a family literacy program should include an educational component for the adult, adult and child together, and the child. Language regarding collaboration among all programs providing services to families was also to be included in the definition.

Adult Component

The group members first tackled the definition for the adult component:

> adult literacy and life skills instruction for **parents or adults** within the family in need of literacy skills to function effectively in society.

It was decided that the educational programs for the adults should be described as "adult literacy and life skills instruction." "Adult literacy" is presently a key term used in legislation, research, and publicity throughout the nation. It was also felt that life skills instruction should be included to denote that programs offer activities in areas that are directly relevant to the adult's life. The words "parents or adults within the family" were adopted to demonstrate that the adult participating in family literacy programs may or may not be the parent but a person who is a part of the family and who is in need of "literacy skills to function effectively in society."

The definition of the adult component targets the services to adults in need of literacy skills within a family or unit and does not include every adult who has responsibility for the care of children. The members felt that family literacy programs should target the portion of the adult population **in need of literacy skills** and not the total adult population. Parenting classes for adults who have successfully completed high school or college are **not** included in this definition.

Adult-and-Child-Together Component

> language, literacy, and play experiences involving the **parent and child** that support reciprocal learning and teaching

The words "language, literacy, and play experiences" were included in the definition of this component to denote the various activities that might take place between the adult and child. These could include but not be limited to reading story books, building bookcases, playing with toys, taking trips to the zoo, and so forth. The members wanted to keep the educational program description of the adult-and-child-together component broad enough to allow activities in multiple areas but with a stress on language development and play experiences.

Stressing the concept of "reciprocal learning and teaching" was important within this definition. The reciprocal transfer of learning between the adult and child is key to family literacy programs; that is, the adult may function as teacher of the child; however, the adult is also the learner or the recipient of information from the child. The reverse is true, too; the child may function as the learner or recipient of information from the adult and may also function as the teacher of the adult. Even though some family literacy programs may emphasize the "parent as teacher" concept, the parent often ends up in the role of the learner, too. Stated another way, the child may be viewed as the learner in an educational activity, but also play the role of the teacher of the parent or adult.

"Double-duty dollar" as well as "double-duty learning" is gained when this intergenerational transfer of cognitive ability takes place (Sticht, 1989).

Most family literacy programs in Illinois need to further develop the adult-and- child-together component.

Child Component

> literacy and language experiences for **children** with special emphasis on young children

"Literacy and language experiences for children" was the preferred definition of the educational type of activities that would occur within a program for the child. These words kept the definition broad, yet focused on language experiences.

Discussion flourished when it was time to target the recipient of the services within the child component. The main disagreement centered around the words "with special emphasis on young children." Many of the members believed that the age of the children who are participating in family literacy programs should not be defined. Furthermore, they felt that family literacy programs should not focus just on prekindergarten and elementary-age children. It was argued that family literacy programs are needed for children in middle schools and high schools. However, other members stated that it was necessary to target the child participants because the programs cannot serve everyone in Illinois. By developing definitions for each component, some programs and individuals may not be eligible for services. The members, some grudgingly, agreed to the emphasis on young children as a way to target services. It was pointed out that since "young children" was not defined, perhaps it could be used as a loophole to develop programs with older children.

Another possible loophole which was suggested was the inclusion of language in the legislation stating that 80% of the population to be served would meet this definition

while 20% of the population served could fall outside the definition. This language would target the services for children but also allow some flexibility.

It was also pointed out that family literacy programs may want to encourage a heterogeneous makeup of children and adults. This loophole would allow for that.

Collaboration Component

> **collaboration** with programs serving young children and those serving adult learners

The members felt that a component describing collaboration among the programs serving young children and adults was necessary in the development of family literacy programs. A community cannot build an effective program without collaboration among the multiple programs and agencies involved in providing services to families.

The four components of the definition were adopted and discussions about them are ongoing.

Step 9. Assigning Governance

The most sensitive issue throughout the meetings was "Which state agency should govern family literacy?" Governance was a central concern that kept emerging and was discussed several times during the meetings.

The time had come to decide how to forward the family literacy agenda. Therefore, decisions regarding governance needed to be finalized.

To make final recommendations regarding the issues discussed and decisions made thus far, the participants divided into small groups to address the following questions as specifically as possible[9]:

- What should be the target population served or what should be the service priorities?
- What agency(s) should govern family literacy in the state?
- How should policies be coordinated? How should local programs be coordinated? How should technical assistance activities be coordinated?
- What should the program structure look like?
- How much new funding should be requested? How should it be disbursed? How should existing funding be coordinated?
- What should be the program eligibility criteria?
- How should the programs be evaluated?
- How should technical assistance be delivered?

After the small groups presented their plans to advance the state agenda, the entire group rediscussed the issues and recommendations.

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9 See Appendix 9 for the state plans developed by the three groups to advance the state agenda in the area of family literacy. See Appendix 10 for a discussion regarding the governance issue.

They finally chose to model governance on a state initiative which used shared decision-making responsibilities. Since multiple state agencies were stakeholders in family literacy and the issues in family literacy cut across multiple areas, the participants thought that the formation of an interagency partnership with leadership from the Governor would be the best way to begin to structure the state initiative. Support and leadership from the Governor's Office would ensure greatest visibility.

10. Closing the Meetings by Determining the Next Steps

The group decided to appoint a subcommittee to determine the strategies for moving forward a family literacy initiative with the Governor. Nominees were: Noreen Lopez, ISBE-AELS; Eileen Borgia, ISBE-Early Childhood; Marilyn Okon, IDPA: Dwight Lambert, DCFS[10]; Jim Kirkland, a state representative; and Paul Weaver, local provider. Judith Rake, SOSLO, was added later. Suzanne Knell and Barbara Geissler were to facilitate the meetings.

The subcommittee was charged with designing a strategy to:

1. present a family literacy initiative to the Governor; and
2. decide upon a group or person to meet with the Governor.

If the Governor was not interested, the fall-back strategy was to take the initiative to the State Superintendent of Education. If that strategy was unsuccessful, the next step would be to take it to the legislature. Although these were listed in consecutive order, the group agreed that in laying the groundwork, they would be moving forward on all three fronts.

Action to be taken included the following:

1. The ILRDC would prepare a position paper and mail it within two weeks for examination by participants.
2. Participants were to respond to the paper and return comments regarding the content to the ILRDC.
3. Comments would be integrated into the paper by the ILRDC.
4. Participants agreed to begin to build support for a family literacy initiative within their own agencies and organizations.
5. The subcommittee set a date to meet to advance the initiative.

10 Sharon Morris-Bilotti replaced Dwight Lambert on the subcommittee.

Advancing the Agenda after the Meetings

The subcommittee members met to review and carry out their charges (see Appendix 11 for summary of meeting). Members felt that before the plan was presented to the Governor, the heads of the key agencies should be informed of the recommendations. Therefore, they thought that a one-page summary should be developed for distribution to the directors of the agencies (see Appendix 12 for the one-page summary).

The agency personnel who participated in the meetings were to explain the contents of the document and obtain a signature or commitment from their bosses. Specifically, these individuals included the State Superintendent, Secretary of State, Director of Public Aid, Director of the Illinois Community College Board and Director of the Department of Children and Family Services.

The strategy was to gain support from the heads of these state agencies, then prepare a plan to take the recommendations to the Governor.

These individuals did not feel comfortable signing a document without additional background information regarding its content. Though they all agreed "in principle" with the one-page summary and position paper, they wanted additional information regarding the content and reasoning behind the suggestions.

Results and Present State

The ILRDC is presently organizing a meeting with the heads of the state agencies and the staff to present and discuss the policy recommendations. All have agreed to attend the meeting and the ILRDC is in the process of scheduling it. The ILRDC staff will facilitate the meeting and present the information with support from the agency staff. Peter Gerber, Education Director of the John D. and Catherine T. MacArthur Foundation, will attend as a supporter and advocate of this effort.

The goals and the outcomes for this meeting are to:

1. share policy recommendations regarding a cooperative family literacy initiative among key state agencies in Illinois;
2. explain the rationale behind the recommendations; and
3. gain active support from the leaders of the agencies so that action can be taken.

The state agency staff and the ILRDC staff have met to review the material to be presented at this meeting. The bottom-line advice was to demonstrate how this initiative would consolidate state agencies' policies and work, better coordinate programs, and maximize dollars. In addition to other material that will be presented, there was a suggestion to market the initiative from the perspective of the five state agencies; that is, describe why and how the initiative will benefit each state agency.

Conclusion

At times the process seems sluggish; however, the participants feel positive about the work accomplished and the plans to move the initiative ahead. The ILRDC intends to actively move the agenda forward through the three avenues outlined earlier: 1. the Governor's Office with endorsement from state agencies; 2. the Illinois State Board of Education; and 3. the State Legislature. A fourth possibility is to spearhead the effort through the Secretary of State Literacy Office - Illinois State Library. All agencies have expressed an interest in a coordinated family literacy initiative and the work of the policy group.

Each week there is a new twist to this story. Developing a state family literacy initiative involves politics, and no one can predict every turn of events in politics. The ILRDC is committed to developing an interagency committee or some type of a collective effort with the multiple agencies responsible for family literacy policy and programs. A collective, interagency effort will ensure coordination and consolidation of programs and policies, maximize dollars, and provide a comprehensive approach in serving families.

Developing coordinated family literacy policy and programs is essential at the local level too. A two-pronged coordinated approach, at the state and local levels, will better ensure the development of an efficient and responsive system in serving the families of Illinois. When this happens, families will receive integrated services and the state will receive "double-duty dollars" for "double-duty learning."

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We also want to thank the members of the policy meetings for their commitment to the process, development of the position paper and their critiques of this report. The members maintained a commitment to partnership and a mixture of serious intent with a healthy dose of humor and excitement.

In addition, we commend the local providers who are busy designing and re-designing family literacy programs. All are committed to providing quality educational opportunities to families and working and sharing together so that Illinois can once again lead the way in an important issue area— family literacy.

Our warmest thanks also extend to Sharon Darling, President of the National Center for Family Literacy and Bob Spillman, Vice President of the center, who facilitated the meetings. Their expertise, graciousness and commitment to family literacy shone through at all moments during the policy meetings.

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Ruth Nickse, Nickse and Associates

Phyllis Wilkens, Center for the Study of Reading, University of Illinois

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Biographies

Suzanne Knell is the Executive Director of the Illinois Literacy Resource Development Center. The center's activities focus on several issue areas in adult education and literacy including: family literacy, workforce literacy, assessment and evaluation, resource development and state policy. Ms. Knell received a B.S. degree in Clinical and Behavioral Psychology and a M.Ed. degree in Early Childhood Special Education from the University of Illinois at Urbana-Champaign. While at the university, she assisted with multiple significant research projects in psychology and education. She has fourteen years of experience in teaching children and adults, workforce training, research, and administration of state and local programs. Ms. Knell is co-author of *The Mechanics of Success for Families, Report #1, Family Literacy Programming* and *Report #2, Evaluation.*

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Illinois Literacy Resource Development Center (ILRDC)

The ILRDC is a not-for-profit statewide organization addressing multiple issues in adult education and literacy. The center is a public and private partnership jointly supported through the public and private sectors.

The center began operation in 1987 with a "Literacy Challenge Grant." The grant was given to the center based on the demonstrated cooperative efforts of the six major literacy entities in the state. Since 1987, the center has branched out to address issues in the areas of workforce education, family literacy, resource development, policy, and coordination. The center's cooperative, inclusive model creates a vehicle for grassroots providers to meet with interested parties from the public and private sectors to share information, create strategies, and impact policy.

Through publications, reports, and a quarterly newsletter, the center furnishes information to interested individuals and agencies on a local, state, and national level. ILRDC staff members also provide technical assistance and consultation in literacy related areas. For more information on the ILRDC please call 217-893-1318.

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Appendix 2

Adult Education & Literacy Fact Sheet[11]

- Approximately 2 to 2.5 million adults are in need of reading, writing, math, problem-solving and communication skills in Illinois
- Approximately 1 million of these adults reside in Chicago (650,000 English speaking, 375,000 non-native English)
- Adult education/literacy programs serve approximately 120,000 students
- At best, Illinois serves between 4 – 5% of the adult population in need
- During FY 1990, total served through ISBE - AELS funds (federal, state and PA) was 108,229 (excluding literacy initiative, SLIAG, or homeless)
- Estimated cost spent per student is approximately $160.00
- Prior to FY 89, there were three family literacy projects
- During FY 89, two additional family literacy programs joined the effort
- In FY 90, ISBE - AELS funded 20 family literacy programs
- In FY 91, there were 38 funded family literacy programs
- In FY 92, there are 59 funded family literacy programs

11 Compiled by the ILRDC from the FY 1990 Adult Education & Literacy Annual Report

Prekindergarten Fact Sheet[12]

Estimated 112,000 three-to-four-year-olds to be served

Served
- 7,030 students in FY 88
- 10,792 students in FY 89
- 18,850 students in FY 90
- 25,000 students in FY 91 (estimated cost per student $2,520)
- 29,174 students in FY 92 (estimated)

For FY 89

Ethnic Background

Statewide:
- 45% served were White
- 36.5% served were Black
- 15.4% served were Hispanic

In Chicago:
- 61.6% served were Black
- 28.5% served were Hispanic
- 7.4% served were White

Eligible for Free Lunch

Statewide:
- 75.1% were eligible for free lunch
- 7.8% were eligible for reduced-price lunch

In Chicago:
- 84.5% were eligible for free lunch
- 7.1% were eligible for reduced-price lunch

Family Structure of Children Served in Prekindergarten Programs

	Downstate	Chicago	Statewide
Both Parents	66.9%	49.5%	60.9%
Single Parent	28.5%	49.1%	35.6%
Adult Other Than Parent	3.3%	1.2%	2.6%
Other	1.3%	0.2%	0.9%
Unknown (not included in calculating the percentage)	(0.37%)	(13.07%)	(5.13%)

12 Compiled by the ILRDC from Illinois Pre-K Program for Children At Risk of Academic Failure; FY 89 Summary Report

Child Care Fact Sheet[13]

- It was estimated that, by 1990, there would be three million children under the age of 10 in single-parent homes—an increase of 48% in this decade.
- Almost half of all single-female-headed households with children under age 18 have incomes below the poverty level.
- One in every five children lives in poverty.
- The median annual income of families headed by a single mother is $8,136 (according to the U.S. Census Bureau), and the average yearly cost of child care is $3,000.
- The Illinois birth rate, which represent our future labor pool, is becoming smaller, thus creating an older workforce.
- The number of employable young workers (ages 16 to 24) has steadily declined in the last decades.
- Each year, more and more families require outside help for child care in order to remain employed.
- According to *Child Day Care Resources in Illinois*, a briefing report prepared in 1986 for the state's Task Force on Day Care by Chapin Hall Center for Children at the University of Chicago, the following were the projected demands for child care in Illinois in 1990:

1990 Child Care Need

Age Groups	No. of Children Needing Care	Increase Since 1986
0 – 2	123,000	+4%
3 – 4	206,000	+2%
5 – 9	320,000	+25%
10 – 14	286,000	+7%
Total All Ages	935,000	

Thus, it was predicted that nearly a million Illinois children would require child care in 1990, either all day or before and after school.

13 Compiled by the Illinois Literacy Resource Development Center from the 1991 Report on Child Day Care, Illinois Department of Children and Family Services.

Facts From Illinois Dept. of Public Aid[14]

Need:

- Approx. 1 million on Public Assistance
- Approx. 300,000 cases being handled
- 60% of the adults have less than a high school education
- 182,000 on assistance need adult education/literacy programs

Project Chance:

AFDC (Aid to Families with Dependent Children)

- Average monthly participation for Fiscal Year 1991 was 3,948; includes participation in ABE, ESL, Literacy Programs/ Adult Education, GED, and High School Completion
- Cost mostly supports child care, transportation, initial employment expenses, books, etc.
- Average monthly cost is $227,582.00
- $227,582.00 X 12 months = $2,730,984.00

General Assistance

- Single individuals with no children
- Average monthly participation for Fiscal Year 1991 was 2,418
- Average monthly costs was $62,300.00
- Costs support transportation etc. (no child care)
- $62,300.00 X 12 months = $747,600.00

Budget:

- 57 million for Project Chance
- 40 million for staff administration
- 17 million for child care and transportation etc.

14 Developed by ILRDC from information given by IDPA

Appendix 3

Overall Purpose of Family Literacy Policy Meetings

Develop a list of needs and policy recommendations to state officials, legislators and those interested in advancing family literacy opportunities in Illinois.

Goals/Outcomes from July 11, 12 meeting

1. Learn about each department's, agency's, and/or organization's mission statement or policy in the area of family literacy.
2. Find out what services, programs, or activities each department, agency or organization supports or provides.
3. Find out what types of programs have been developed at the local level.
4. Examine legislation developed in other states in the area of family literacy.
5. Find out how the participants view legislation from other states in the area of family literacy.
6. Learn about federal legislation which supports family literacy programs.
7. Develop an overall mission statement for the state in the area of family literacy.

Goals/Outcomes from August 22 meeting

1. Reach agreement of overall mission statement in the area of family literacy.
2. Gain more information regarding the facts related to the needs in the area of family literacy.
3. Reach agreement on strengths and weaknesses.
4. Develop a list of prioritized needs.
5. Develop goals for the state in the area of family literacy.

Goals/Outcomes for September 12, 13 meeting

1. Finalize goals for the state in the area of family literacy.
2. Compare the needs to the goals.
3. Develop strategies to implement the goals.
4. Develop sample legislation in accordance to the goals, needs and mission statement.
5. Develop public awareness strategies.
6. Determine the next step.

Appendix 4[15]
Summaries from State Agency Personnel

Illinois State Board of Education-Adult Education and Literacy Section (ISBE-AELS)

Noreen Lopez described the section's mission in the area of family literacy. This mission is to provide leadership to promote the development and implementation of programs throughout Illinois. Other goals of the section include: provide positive educational experiences for the adult; promote availability of programs; and serve a broad community of players including local education agencies, community-based organizations and other interested parties who are committed to family literacy.

In regards to programs funded through the section, there were three family literacy projects prior to fiscal year 89; two additional programs joined the effort in the subsequent year; and the number of programs continued to grow to 20, 38 and presently 59. Another state-board-supported program, Elgin YWCA, received a Barbara Bush Family Literacy grant to expand their family literacy activities.

The Adult Education and Literacy Section also works in partnership with other sections of ISBE, including Prekindergarten and Accelerated Schools, to develop model family literacy programs. The Adult Education and Literacy Section has had an exemplary relationship with the Department of Public Aid for over 25 years; public aid contracts with the Adult Education and Literacy Section for services, some which include services in the area of family literacy. So far, a major focus has been placed on networking with programs which provide education activities to preschool children but not to the exclusion of "in-school" children.

Illinois State Board of Education-Accelerated School Network (ISBE-ASN)

The Illinois Network of Accelerated Schools originated in January 1989 and is based on the concept developed by Dr. Henry Levin of Stanford University. The underlying principles include: a unity of purpose, building on strengths, and shared decision-making with responsibility. The purpose is not to remediate but to accelerate the learning of children who are in at-risk situations. It is based on the beliefs that all children can learn, learning may happen in different ways, school should be enjoyable, and students should have the opportunity to achieve and reach their greatest potential. The idea is to enhance the learning environment; collaborate with the parents, teachers, and administrators; gain information through staff development activities; and meet as a network of schools to share progress and challenges. This initiative is not a program but a process for changing (or restructuring) a school's organization, curriculum, and instruction.

Currently, 24 elementary and middle-level schools are participating in this initiative. Illinois is part of a national network which includes schools in Missouri, Texas, Louisiana, and California. Two accelerated programs in Illinois have linked up with family literacy programs thought the ISBE-AELS: Gavin Elementary School in Chicago Heights

15 These summaries were taken from the minutes of the family literacy policy meetings.

School District 170 which has joined with the Prairie State Community College Adult Education and Literacy Program and Washington Elementary School in Mattoon School District 2 which has linked up with the Mattoon Area Adult Education Center.

Illinois State Board of Education- Prekindergarten Initiative (ISBE-PKI)

The Prekindergarten initiative began in 1985 as a part of the "new school reform" in Illinois. Barbara Howery stated that the prevention initiative serves children and families through new forms of collaborations between agencies. Prekindergarten programs in Illinois serve children between the ages of 3 and 4 who are "at risk" of academic failure. Parents are an integral part of this program and participate in parenting activities provided by the local provider. Although there is no specific education component for the adult only, these programs are encouraged to link up with adult education and literacy programs in the local area. These recommendations are outlined in the proposals which local providers submit to the state.

Eileen Borgia oversees the daily operations of this program and stated that approximately 25% of the preschool children in need are served through the prevention initiative and approximately 25% are served through Head Start. Many of the children who participate in the preschool program also attend Head Start.

From 1987 through 1988, 7,030 children were served. Present estimates for the 1991–1992 year indicate that 29,174 children will be participating in this program. The state legislature has approved requests from the state board for sizeable increases in funding from 1987 to the present which has enabled the program to grow and serve more families.

Illinois Department of Public Aid (IDPA)

Marilyn Okon outlined the role of the Department of Public Aid in the education and support of families. The department contracts with the ISBE-AELS to provide education opportunities to adults on public aid. 53.6 % or 111,212 adults 16 and older who receive AFDC assistance do not have a GED or high school diploma. 53.7% or 41,776 adults age 16 and older who receive GA (now Transitional Assistance) do not have a GED or high school diploma. There are 447,156 children under the age of 16 receiving AFDC.

IDPA began the Project Chance program in 1985. This statewide effort provided the opportunity for those individuals on public aid to participate in job search classes, receive support for childcare and transportation and participate in vocational education and adult education classes. When the new Family Support Act was passed the JOBS program placed more emphasis on education and job training.

In Illinois, there were several target groups who could receive services.

1. Custodial parents under 20 who have not completed high school or GED or have little or no work experience.
2. Custodial parents from 20 to 24 years of age who have not completed high school or GED or have little or no work experience.
3. Adults in families whose youngest child is at least 16.
4. Clients receiving assistance three of the last five years.
5. Custodial parents under 24 who have completed high school or the equivalent or who have worked a significant portion of the previous year.

6. Individuals who do not meet any of the criteria for the other five target group codes.

Target groups one through four were federally defined. Illinois chose to add target groups five and six.

Presently, the Illinois JOBS program is undergoing some changes.

IDPA works in conjunction with multiple state agencies which provide direct services to public aid recipients. Among those are the Illinois State Board of Education, Secretary of State Literacy Office and Illinois Community College Board. During 1989 through 1991, two million dollars was subcontracted to the Secretary of State Literacy Office for a Kenan model program to be developed at Parkway Literacy Center in Chicago. Currently, IDPA is working with the community college board to develop model family literacy programs within several community colleges.

Illinois Community College Board (ICCB)

Beverly Waldrop reported that the board's commitment to family literacy begins with the belief that all persons have the right to develop their educational skills to the limit of their capacities, whether through an educational component leading to an associate degree or an educational program impacting the literacy skills of the family.

She went on to state that, presently, there are 30 family literacy programs housed at local community colleges. These programs are supported with adult education funding through the State Board of Education and the Community College Board.

In January of 1989, the staff at the board conducted a survey of child care services available through local community colleges. They found that 36 out of 50 surveyed had child care centers, seven had plans for a center in the future, and seven were without. There are a total of 91 community colleges in Illinois. Almost all of the colleges with child development programs used the child care center as a place for internships.

In addition, another report was conducted regarding parent resources available through community colleges. It was found that many parenting courses were being offered through the community colleges but not through the adult education programs. As a result, ICCB is examining ways to add parenting modules or courses to ABE (adult basic education) and ASE (adult secondary education) programs.

ICCB also began work with IDPA and the Department of Children and Family Services (DCFS) to develop model family literacy programs in community colleges. Due to funding restraints, this project is temporarily on hold.

Secretary of State Literacy Office/Illinois State Library (SOSLO-ISL)[16]

Judith Rake began the presentation by outlining the literacy volunteer grant program's three-fold function. It includes targeting adults 16 and older not currently in school and functioning under 6th grade level, containing a volunteer component with focus

16 During the winter of 1992, the Secretary of State Literacy Office - Illinois State Library announced a new family literacy grant program in which libraries could apply for up to $25,000 to develop a family literacy program. The total amount of funding for this state grant program is $400,000.

on one-to-one or small group learning, and encouraging broad-based educational experiences. Programs have linked up with other community programs in the areas of Adult Education, Prekindergarten, Even Start and Head Start.

In addition, The SOSLO and the ISBE-AELS sponsor a yearly "Partnerships in Literacy Conference." At this conference, the topic of family literacy is included as one of several strands.

The office has organized a Literacy Linkages group which is a networking and collaborative effort with other state agencies. One activity that the group is working on is the development of a video to encourage reading among families.

Family Literacy remains a priority for this office and one which the Illinois Literacy Council is beginning to examine with interest.

The Illinois Literacy Council is appointed by the Governor and overseen by the Secretary of State. It is made up of appointees from state agencies, business, labor, and education. It is an advisory board which gives input into literacy activities in the state and carries out special projects through various subcommittees.

Department of Children and Family Services (DCFS); Office of Child Development

The Department of Children and Family Services provides a variety of services to families of children who become known to the public child welfare agency because of abuse, neglect, dependency, or who are experiencing significant barriers to their health, safety, and well-being, as well as a wide variety of services to the children themselves. As part of its work with children and their families, the DCFS conducts both initial and ongoing assessments of children and their families in order to identify barriers to their safety and well-being and to empower the families to increase their capacity to promote the healthy growth and development of their children. This is accomplished through skill-building opportunities and enabling services and programs.

The following state agency representatives attended and gave a report regarding their agency's policy and activities on the third day of the policy meetings. So that all state agency reports are contained in one section, the summaries of these reports have been included in this section.

Department of Adult and Vocational Education- Consumer and Homemaking Education Program (DAVE-CHEP)

Sue Burge administers $1.3 million in funding from the federal government for the Consumer and Homemaker Education Program. The purpose of this statewide program is to provide vocational programming to high school students in the areas of parenting, child development, food and nutrition, adult living, living environments, resource management and clothing and textiles. One-third of this funding was used to develop consumer and home economics education programs at the adult level.

Project Connect is a project whose staff produced and developed consumer education materials that are high interest and written for low level readers in 13 topic areas. This material (available soon) will most likely prove to be useful in an adult education and literacy program.

Department of Children and Family Services, Downstate Operations

This particular department is charged with responding immediately to children who are in danger at home, according to Ray Gates. In the very near future, case services provided to children and families will include a comprehensive assessment of the child, including education. DCFS will be working with local school districts to track education services and progress with the children. Overall, the department is moving toward a more community-based way of doing things.

Illinois State Board of Education-Chapter One within Program Intervention and Improvement (ISBE-CO)

Chapter One is a federally funded program which grants special funds targeted to children within a specific school district. Bob Rush stated that most Illinois districts receive Chapter One funding based on low income population. The purpose of Chapter One programs is to provide expanded educational opportunities to children in need. Each school district decides how best to use this support which may include hiring special teachers, aides and tutors; training parents and staff, buying equipment and books, conducting special studies and supporting parent involvement. Illinois uses this funding for children from preschool age through the 12th grade.

At this point there was a discussion regarding the use of Chapter One funding for all areas of family literacy including the adult education component. According to the NCFL staff, some Chapter One programs (apparently not in Illinois) are using this support for all areas of family literacy programming. The Chapter One grant guidelines state that the funding may be used in Chapter One School Districts for the parent-and-child-together activities and parental involvement. The federal guidelines do not specifically address the usage of funding for the adult education component, though some programs are doing so. The only documentation that Chapter One funding may be used for all areas of family literacy,including the adult component, is from a transcript of a speech given by a federal official. It was further stated that Illinois is highly supportive of flexibility and creativity in programs, but, because the guidelines were unclear at the present, the Chapter One programs in Illinois were waiting for distinct specifications regarding this usage of funds.

Head Start

The Region V Head Start Program, under the Administration for Children and Families, is administered out of Chicago. The region covers six midwestern states including Illinois, Indiana, Michigan, Minnesota, Ohio, and Wisconsin. For FY 1990 in Illinois, $87,688,773 went to 36 grantees which served 27,184 children. Approximately $350,000 was given specifically to develop family literacy programs.

There are four major components in Project Head Start including education; health which consists of medical, dental, nutrition, and mental health; parent involvement; and social services. Staff development and training is provided to the staff.

Other State Efforts

Illinois Literacy Resource Development Center (ILRDC)

The ILRDC is a nonprofit, public-private partnership working in the areas of family literacy, workforce literacy, resource development, policy, and evaluation and assessment, reported Barbara Geissler. The ILRDC philosophy is one of bringing together players who have a stake in a literacy issue and building programs, policies, and partnerships.

The ILRDC began its work in the area of family literacy in 1989 with a grant from the John D. and Catherine T. MacArthur Foundation. Staff visited and surveyed 19 family literacy programs throughout the state. In addition, they researched the field to develop an assessment and evaluation system that would be practical and useful for program providers and satisfy the questions such as "How do we know that the programs are working?", "In what ways are they working?", "What are the learners learning?", and "Does this learning transfer to other situations outside the class?" From this work, two reports were written, *The Mechanics of Success for Families–Illinois Family Literacy Programs* and the *Evaluation Report.*

With second year support from the John D. and Catherine T. MacArthur Foundation, the ILRDC organized and helped facilitate the policy meetings and has worked with six model family literacy sites to develop an assessment and evaluation system. The ILRDC plans to continue to act as a catalyst to advance family literacy initiatives in Illinois and the United States.[17]

Family Resource Coalition (FRC)

Lina Cramer reported that The Family Resource Coalition is a national not-for- profit membership organization which believes that all families need and deserve support. FRC provides technical assistance and training, work with families and communities as well as state policymakers. Their philosophy is holistic in nature as they look for ways to help families find access to relevant support services.

The organization has worked with the Kentucky PACE program to develop curriculum for "parent-and-child together activities," one component of a family literacy program. FRC has begun work with the Kentucky Board of Education which has mandated support for family resource centers as a point of entry for families to find access to services in schools.

Erickson Institute (EI)

Representing the Erickson Institute was Dale Lipschultz who stated that the institute believes literacy is deeply imbedded in relationships of members of a community and should be viewed as a community of readers and writers. The Institute began in 1966 when the country was beginning to recognize the importance of educating and providing services to families in need. It is a private graduate school and research center in the areas of child and family development.

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17 Additional support for family literacy activities comes from the ISBE-AELS and the Chicago Tribune Charities a fund of the Robert R. McCormick Tribune Foundation. A companion report entitled *Fine-Tuning the Mechanics of Success for Families, Evaluation and Program Development,* details the testing of a program development and evaluation framework with local programs.

One of the many projects at the institute includes a family literacy center which is community-based and research-centered. The center's activities began this year in Uptown, a Hispanic community of Chicago. The center provides literacy training for Head Start parents and opportunities in the area of job training.

University of Illinois at Chicago (UIC)

Tim Shanahan stated that the university's research and education mission fits within the concept of family literacy. The university is a research and educational leader in the Chicago area, with relevant programs in Education, Social Work, Public Health, Urban Planning and other areas. UIC has recently created the Center for Literacy, and initiatives to support and advance research and service in adult and family literacy. Center activities will be conducted in partnership with other agencies. One example of the UIC effort in this area is Project FLAME, a family literacy program offered through the Chicago Public schools in the Mexican-American community. The program helps parents to develop oral and written English while teaching them to improve their young children's reading and writing skills. FLAME parents are beginning to take a leadership role in the delivery of the program, and expansion to the Puerto Rican community is contemplated. Recently the Department of Education's Office of Bilingual Education and Multilingual Affairs has selected FLAME as one of its three national model programs.

Regional Adult Education Service Center Activities

NORTHERN SERVICE CENTER—ADULT LEARNING RESOURCE CENTER (ALRC)

As a representative of two of four adult education service centers, Laura Bercovitz described the family literacy activities provided by the Statewide ESL Service Center and the Adult Education Service Center of Northern Illinois located at the Adult Learning Resource Center. These activities ranged from providing technical assistance and training to local providers in the northern region to conducting bimonthly family literacy providers meetings. The provider meetings give those interested in family literacy an opportunity to network and exchange programmatic ideas. In addition, the service centers work individually with local agencies in designing family literacy programs and curriculum development. The service center provides other information about family literacy through its quarterly newsletter, the annual fall conference, and an extensive resource library.

CENTRAL SERVICE CENTER

The representative of this service center, Frances Friedman, stated that the regional centers are supported through the ISBE-AELS and provide technical assistance to the local adult education providers. The multiple activities that keep the staff busy include producing and disseminating a quarterly newsletter which includes a review of materials and articles about literacy programs and issues; publishing a profile of programs in the Central Service Center area; planning conferences which include family literacy as one track; and participating in state meetings in the area of family literacy.

SOUTHERN SERVICE CENTER

In the deep southern section of Illinois is Judy Moody, who reported for this service center at the meeting. Southern Illinois has both metropolitan and rural areas bringing a richness of diversity, once again, to the Illinois scene. The regional center publishes a newsletter and brochure, has a lending library and plans a fall conference which includes

literacy workshops. Upon request, the staff assists local family literacy programs in development and design. Moody felt that community involvement needs to be continuously stressed when developing family literacy programs and long-term evaluation of programs was a must.

The Local Scene[18]

Reach Out and Read (ROAR), Chicago

Tucked away in St. Augustana Church in an area of Chicago called Hyde Park, is a family literacy program named ROAR. Dale Lipschultz stated that there were three components to the ROAR program: adult basic education where one-to-one tutoring takes place; the nursery program; and parent discussion groups. The parents participate in discussion groups in which issues of interest are shared. From these discussions, stories and poems are often written and curriculum activities are built. These stories, poems and activities are then developed into themes and activities that are used in the nursery and with the adult tutoring. Some of the stories and poems, accompanied by children's drawings, were published in a booklet, *More ROAR Words*. Dialogue journals are often used as a means of communication between the student and tutor. Ideas created in these journals often lead to additional parent and child educational activities.

The Literacy Connection (Lit Con), Carterville

John A. Logan Community College is proud to house an active family literacy program in this massive rural area. Hugh Muldoon reported that a new Family Learning Center in Marion, a nearby community, has joined with the Even Start program. Currently, the program is looking to buy a new building and working on garnishing community support. In addition, the program is developing a Families Connecting for Learning Guidebook which is a home-based guide of competencies for families to select and learn.

Prairie State Community College, Chicago Heights

Paul Weaver describes this family literacy program as a networking model. The players include the: Family Enrichment Program for families with children birth to three (an ISBE-funded pilot project sponsored by the South Metropolitan Association for Low Incidence Handicapped); Prekindergarten at-risk program at Beacon Hill, School District #163; Garfield and Gavin Public Schools, District #170; K-6 program at Gavin School, which is part of the Accelerated School Network; and Adult Education and Literacy Program through Prairie State Community College, which is also the sponsoring agency of the Family Literacy Project.

Secondary cooperating programs are the Chicago Heights and Park Forest Public Libraries, Illinois Migrant Council, and Bethel Community Facilities.

Garfield Elementary School was the location of the first family literacy program in the area. The range of opportunities offered to families were free child care and transportation; development of an active parent council; classes for adults in ABE, GED, ESL, computers and word processing; classes for children; activities for children and adults

18 For detailed descriptions of the local programs see *Fine-Tuning the Mechanics of Success, Report #3: Evaluation and Program Development.*

together including shared computer activities and play groups; support groups; field trips; and, a popular activity, aerobics.

Participants are evenly divided between African-American and Mexican-American (45% each) and 10% European-American.

Rend Lake Community College, Ina

Transportation is a challenge to all programs whether located in the inner city, suburbs or rural area. Tina Grounds describes the lack of transportation and child care as major problems for family literacy programs in the three-county area in Southern Illinois that she covers.

Tina also described the needs assessment that she organized and conducted in the three-county area. The purpose of the assessment was to determine the after-school needs of families the areas of education and family support. After the needs assessment was developed, sociology students from the community college were trained in interviewing techniques. They were then sent to the homes of families on public assistance to find out, firsthand, the needs and barriers these families were facing when it came to education. Overwhelmingly, the families wanted to be more involved with the schools and children's homework; however, major barriers were child care and transportation.

Stone Early Education Center, Galesburg

One of the first prekindergarten programs in the state is housed at Stone Early Education Center. The elementary school houses classes for adults in need of basic skills enhancement in addition to a Prekindergarten and Early Childhood Special Education program for children. The program also offers a resource center for parents, DCFS day care workers and students, and is developing a parent training program for parents of the children who attend the school. The staff also works closely with the local Head Start program to offer coordinated services to families. In addition, classes are held for students who attend the local community college in the area of Early Childhood Development and are earning their Associate's Degree. Maurice Lyons has all the pieces of the family literacy puzzle at his fingertips and is now trying to glue the pieces together for an overall comprehensive program.

Choices, Champaign

Gwen Koehler oversees the operations of a family literacy program at two women's emergency shelters in Central Illinois. The programs focuses on helping the women and children in crisis, improving self-esteem, and keeping the children in school. Choices staff developed an "easy-to-use" pamphlet for the women to identify and track progress they have made in literacy and related areas while at the center. A menu of activities or competencies are listed in six areas including education, job search, parenting, library usage, computer usage, and house-hunting.

The multiple options at the centers include: using the computer, using the library, participating in the "Read to Me" club, playing an educational game, "As the World Spins" and participating in other offerings such as counseling, job search, and self-esteem activities.[19]

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19 The major barrier to these two programs is consistent funding. They were funded with state homeless funds but were cut when the state lost those funds.

Joliet Junior College, Joliet

According to Lynn Masters, the reading specialist with this program, the college has several projects in the area of family literacy. The one for which she is responsible is "PALS," Parents About Literacy. The project staff trained Head Start teachers and directors in the area of emergent literacy for children and adults. Teachers and directors returned to their programs armed with activities and plans for implementation. During the subsequent years of PALS, the Head Start staff was trained to work directly with adults and children together. Activities included language skills development such as the use of rhyme and rhythms, bookmaking and self-esteem exercises.

The college also has a program, "Families About Success." It is a comprehensive model which includes five components: 1. adult; 2. child; 3. adult and child together; 4. parenting education; and 5. career and vocational education.

Appendix 5[20]
National and Private Initiatives

National Initiatives in Family Literacy[21]

Kenan Trust Family Literacy Project

During 1987, the Kenan Trust Family Literacy Project was launched with support from the William R. Kenan, Jr. Charitable Trust. The "Kenan Model" includes five components to a family literacy program: 1. educational classes for parents; 2. educational classes for preschool children; 3. parent time; 4. parent-and-child-together period; and 5. vocational opportunities for parents.

Extensive staff training is provided to teachers before implementing this model.

The Kenan Family Literacy Program Model was implemented in seven locations; three in Louisville, Kentucky and four in North Carolina. Today, additional models have been developed in New York and Hawaii.

PACE

The Kentucky PACE program began in 1985 as a statewide intergenerational literacy program. PACE began in six rural sites in Kentucky and, as of 1990, PACE programs have been implemented in 33 classrooms in 30 school districts. The model provides educational opportunities to preschool children, ages three to four; parents who participate in an adult basic education program or a program that leads to a General Educational Development (GED) diploma; and chances for the parents to interact with their children in the preschool classrooms. During 1990, the state appropriations for the PACE programs reached $1.8 million per year.

Federal Even Start Program

The federal Even Start program began in 1989 with an appropriation of $14.5 million. Seventy-six local family literacy programs were funded in 1989. During fiscal year 1990 the grant program grew to $24 millions with forty-seven additional grantees now totaling 123. The program expanded to $49.7 million in fiscal year 1991 and is now a state-run program with funding at $70 million.

The latest regulations regarding the Even Start Program state that this funding is for adults and children, under the age of eight, who reside in a Chapter One district. There must be an educational component for the child, one for the adult, and specific activities for the child and adult together. An extensive evaluation of the Even Start Programs is being conducted through ABT Associates under the direction of Robert G. St. Pierre. RMC Research Corporation also received a subcontract for an evaluation of the program. Contracts were awarded by the Office of Policy and Planning in the U.S. Department of Education. Ruth Nickse, a well-known expert in family literacy, is

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20 This information is a summary of the minutes from the meetings.

21 For additional federal initiatives, see Nickse, R. S. Family and Intergenerational Literacy Programs: An Update of "The Noises of Literacy." 1990. (ERIC Document Information Series No. 342).

playing a key role in this research too. First year demographics are available through the U.S. Department of Education.

According to federal officials, as the federal Even Start Program becomes a state program, the government is not designating a specific state agency to oversee the state program; the decision rests with the state.

National Literacy Act of 1991, Public Law 102-73

The National Literacy Act of 1991, which was signed into law by the President on July 25, contains many provisions in adult literacy. The Act: creates a National Institute for Literacy; creates State Literacy Resource Centers, establishes a National Workforce Literacy Assistance Collaborative, amends the AEA Workplace Literacy grants within the U.S. Department of Education to include a grants provision for small and medium-sized companies and unions; increases authorizations of state grants in adult education; adds new language to fund non-profit and community-based organizations on a direct and equitable basis; strengthens and increases the funding for teacher training; amends and expands the Even Start Program; and includes provisions for Literacy for Incarcerated Individuals, Volunteers for Literacy and Books for Families.

Chapter 1 Programs

According to Sharon Darling and Bob Spillman, some Chapter One programs are using Chapter One funding for the development of family literacy programs. (See page 45 for later discussion on this topic). Traditionally, Chapter One programs focus on the education of elementary school-aged children within the Chapter One District and are required to provide parental involvement activities. Today, some programs also provide educational classes for the adults.

Department of the Interior: Bureau of Indian Affairs

The National Center for Family Literacy provides family literacy training on five Indian reservations. In addition, there is special funding in the Even Start Program for family literacy programming within the Indian community.

Privately-Funded Initiatives

The Barbara Bush Foundation awarded eleven grants to local family literacy programs during 1991. The foundation also held a symposium on family literacy issues for directors of foundations. A book, "First Teachers," developed by volunteers of the foundation, describes family literacy programs throughout the United States.

Toyota Families for Learning is a new program through NCFL which is underwritten by Toyota. Currently, there are five cities participating in this grant program. They are located in Pittsburgh, Pennsylvania; Rochester, New York; Richmond, Virginia; Atlanta, Georgia; and Tucson, Arizona.

Other privately supported initiatives in the area of family literacy that were described includes the Coors program; Bell Atlantic, which is a regional initiative offering challenge grants; Ford Motor Company, which is publishing a book on corporate family literacy programs; Stride Rite; and Minolta. The John D. and Catherine T. MacArthur Foundation has funded the Illinois Literacy Resource Development Center for its family literacy activities for two years.

Appendix 6[22]
Family Literacy in Other States

Hawaii: Ohana Literacy

The term *ohana* means extended family. The impetus for the Hawaii initiative came from the Governor's Office of Children and Youth. The state sent an initial team of twelve individuals to the NCFL to participate in policy workshops. Upon their return to Hawaii they assembled some other key players and expanded the group to 33, including both public and private individuals. This politically savvy group was able to get legislation passed and appropriations to develop model family literacy programs. The state agreed to match, dollar for dollar, funds raised from the private sector. The Hawaii Foundation for Family Literacy was established as an avenue to fund programs. The programs are strongly linked to Head Start, and have some linkage to Even Start Programs. The program contains a strong evaluation and research component.

North Carolina

North Carolina has a statewide strategy which does not include legislation. The leadership for this family literacy initiative came from the Kenan Charitable Trust which brought the PACE model from Kentucky to four regions in North Carolina. Family literacy was a priority of the Governor's Office, North Carolina Department of Community Colleges and North Carolina Department of Public Instruction. These entities provided cooperative leadership which spearheaded the family literacy initiative. The role of the county commissioner's office was rather unique in this initiative. This office was able to offer a local structure with some clout to the establishment of cooperative efforts in family literacy program development.

New York

The New York initiative comes from the State Adult Education Department. There are ACCESS and CASSET[23] centers which are one-stop shopping centers where students have access to the social services they need. Each center in this statewide initiative is mandated to provide family literacy programming. The Center for Family Resources (CFR) has become the outside incubator and catalyst for infusing family literacy into this initiative. The CFR is a non-profit corporation which works cooperatively with and receives support from the New York State Division of Continuing Education Planning and Development, Office of Continuing Education. The Center for Family Resources began a family literacy program in three school districts. The programs are based on the Kenan model and serve parents who are without a high school diploma or high school equivalency, and their preschool children.

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22 This information was summarized from the minutes of the meetings.

23 ACCESS Centers (Adult Centers for Comprehensive Education and Support Services) and CASSET sites (Counseling, Assessment and Support Services for Education and Training)

Kentucky

Family literacy programming is operating out of the Workforce Development Cabinet within the Kentucky Department of Education which is a newly created department. The program targets areas of the state in which 60 percent of the adult population are without a high school diploma or equivalency, and their three-and four-year-old children. (See PACE description on page 51). In addition, Kentucky has mandated Family Resource Centers where families can go to receive services.

Other States

Mississippi, Washington, South Carolina, Louisiana and Georgia have begun work in the area of family literacy. Each state has addressed the issue a bit differently and are at various stages of development.

Looking at Legislation - Small Group Reports

The policy members broke into small groups to examine legislation from five states: Kentucky, Hawaii, Mississippi, Washington and Louisiana.[24]

Small Group Reports Regarding Legislation

Hawaii: Group members noticed that the legislation was basically family support legislation with family literacy embedded. Family literacy programs are a part of family support centers within the state. There was discussion around whether or not family support was an appropriate vehicle to move forward the concepts and programs of family literacy. Sharon Darling commented that the group in Hawaii chose to embed the family literacy project in family support, starting with the three model sites and planned to perhaps move the initiative after an initial period of incubation. The members felt that the legislation was flexible and were glad to see that evaluation of family literacy programs was included. The target populations included preschool children and their parents. Parents were to receive educational opportunities in parenting skills and traditional subjects including reading, language, mathematics and vocational training. Family was defined as an enduring personal support system with the functions of nurturing, caring for, and educating children, youths, adults and the elderly.

Kentucky: Two pieces of legislation were examined by group members. One was the legislation that had passed; the other piece was the legislation that was first developed before entering the legislative process. The initial legislation was much more comprehensive and contained a provision for an interagency coordinating council. This legislation also included a component that would provide economic independence opportunities to parents. This provision was taken out of the bill that passed.

Mississippi: Though the state was able to pass legislation, no funding was appropriated due to a tightening of the state's budget. The legislation contained three sections: family literacy, workplace literacy and adult basic education. The different sections were not integrated; rather they were separate program provisions within one piece of legislation. The bill defined family literacy as improving parent's ability to help children (preschool and school age). Several models were suggested for implementation, though not

24 Copies of the legislation are available from NCFL or the ILRDC.

mandated, including the Kenan Model, HIPPY and Parents as Teachers. There were no provisions for evaluating family literacy programs.

Washington (State): This legislation housed family literacy in the Office of Public Instruction. The target population included parents who functioned below the eighth grade level; however the priority was to serve children up to the third grade level. No models were suggested; the initiative would begin by working with existing literacy programs including Head Start, the state early childhood and assistance program, an elementary school or a cooperative nursery school at a community college or vocational technical institute. Parents would be required to participate in the program if they were entering into a work or training program as a requirement of receiving public assistance. A report to the legislature was required after completion of the initial year of the program and every two years after the initial report.

Louisiana: This family literacy legislation originally housed the state program in the Governor's Office; however, it ended up housed within the State Board of Elementary and Secondary Education. Though this legislation was passed, appropriations for the bill were not, due to the tightening of the state budget at the time. The target population included children who will be eligible to enter public school the following year, and their parents and/or caregiver; the adults must be without a high school diploma or GED. The law states that there must be at least 15 and no more than 20 parents in the program. At least one and no more than two demonstration projects were to be set up in each of the congressional districts. An outside evaluation is to be conducted to demonstrate effectiveness. The State Board of Education, in consultation with the office of literacy, the Department of Social Services, and representatives from the private sector will determine certain issues; however, it seems that the major responsibility of implementation is within the State Board of Education.

Appendix 7

Mission Statements Generated by Small Groups:

1. The State of Illinois has a responsibility to support coordinated family literacy opportunities which respond to family goals and build on family strengths. These efforts will provide interactive educational partnerships between adults and children within the family and promote self-directed, life-long learning and social and economic participation in the community.
2. It is the mission of the State of Illinois to provide an opportunity for adults and children to become more literate through family literacy programs. Such programs should respond to participant goals, build on family strengths, and encourage families to participate more fully in the community and society.
3. Illinois, through family literacy programs, will provide opportunities for adults and children to create interactive educational partnerships within the family. Such programs build on family strengths and respond to participant goals, offering skills and resources for families to empower themselves as they seek to more fully participate in their community and society from the context of their own lives.

Combined Mission Statements:

It is the mission of the State of Illinois to provide coordinated family literacy opportunities with the goal of assisting parents and children to become self-directed, life-long learners. The programs will build on family strengths, respond to participant goals, and offer skills and resources for families to improve themselves socially and economically in order to more fully participate in their community and society. Family literacy programs will provide learning opportunities to parents, children, extended family members, and other significant adults.

Appendix 8
Prioritized State Needs in Family Literacy

Below is a list of the needs identified by the participants of the August 22, 1991 Family Literacy Policy Meeting in Springfield. Participants were asked to individually rank these 22 needs in priority order. A number 1 was given to the highest priority, a number 2 to the next priority and so on. Thus, the lower the number, the higher the priority. Below is a compilation of the participant's rankings.

19 More money/funding
16 Coordination of funds
18 Research on family literacy
19 Technical assistance
27 Public awareness
20 Standards for family literacy programs/methods for accountability
28 Student-centered services/student focus
25 Needs assessment to find the scope of the problem
26 Leadership/spokesperson
26 Legislation (with money)
25 Culturally appropriate programming
17 Long-term evaluation/longitudinal research
30 Parent/teacher partnerships
19 Linkage among programs
12 Interagency communication
24 Clearinghouse to provide coordinated data
13 Common definitions
22 Accessibility to quality care
13 Money for parent and child together
19 Money for coordination/administration
23 Professional development in the field
25 Promote family literacy at the local school level

At the September 12 – 13 meeting, the needs were prioritized and goal statements were developed according to the results of the individual rankings.

Appendix 9[25]
The State Plan for Family Literacy

Small Group Reports

Group #1

PHASE 1

formalize the existing network (add K–9, regional superintendent, state Head Start, public schools); give the groups an official title; schedule regular meetings 2 – 4 times a year; introduce the family literacy initiative to the network; document agency commitment to family literacy based on the mission statement and goals

PHASE 2

develop an interagency council to coordinate existing resources (membership would be made up of the network,state agencies, CBOs, and other organizations already involved with family literacy)

PHASE 3

work to strengthen existing programs (collect information on programs in existence, examine models currently operating, provide technical assistance)

expand work on the adult-child component

PHASE 4

identify potential leaders and educate and develop leadership from agency decision-makers, elected officials (county, municipal and state level) community leaders, philanthropic community, business

organize forums for potential leaders with local family literacy providers and with leaders from other states with successful family literacy initiatives

develop and implement a public education campaign

organize town meetings with media coverage

PHASE 5

develop a family literacy leadership roundtable (state level) which includes the educated movers and shakers identified before, community leaders, elected officials, agency decision-makers, providers, policy analysts, and legislative specialists

this group meets to decide if legislation with appropriation is the way to go or chooses other implementation strategies such as an in-house policy change by participating agencies

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25 This information is taken from the minutes of the meetings.

Group #2

TARGET POPULATION

parents meeting the definition and children between birth and age eight

GOVERNANCE

an education agency or a joint partnership between ICCB and ISBE

COORDINATION

interagency council at state level

establish family literacy council in each APC

PROGRAM STRUCTURE

adult, child, and adult-child components

FUNDING

use of federal dollars from Head Start, Chapter 1, Adult Education (integration of programming)

new dollars must be found to put the coordination together

PROGRAM ELIGIBILITY

LEA or CBO

EVALUATION

adult student portfolios (demographic data, attendance, etc.)

information is already around for all children

compare those programs with just adult, just child, with those that offer adult-child together

TECHNICAL ASSISTANCE

use both adult service centers and ESCs, find overlapping territory and try to integrate services

Group #3

Where do we go from here?

PHASE 1

establish a group to meet on an ongoing basis to advocate for family literacy in Illinois

establish a statewide coordinating group and have each agency director buy into the group

have advisory council under ISBE formed out of an existing one

and charged with: looking at family literacy and implementation of the goals; impetus be out of ISBE - Adult Education and Literacy Section, utilizing the service centers and the ILRDC; add some groups such as: Head Start, Special Education, Food and Nutrition, Even Start

PHASE 2

organize a statewide parent council; members would also be on the state coordinating council; funding to support this would have to be found

PHASE 3

conduct long-range planning for using the APC to plan family literacy services at the local level

PHASE 4

produce a report on what is going on now in family literacy (include pictures, testimonials, etc.) to be shared at local and state levels

TECHNICAL ASSISTANCE

provide technical assistance through the service centers, ILRDC

promote family literacy workshops at Head Start, Pre-K, Workplace Literacy conference, Partnerships, and places where it might not have been going on

OTHER

promote additional internal coordination and cooperation at the state level

Appendix 10[26]
Governance Discussion

Concern was expressed about having the initiative tied exclusively to an educational agency, precluding a broader range of governing entities. There was also concern that other agencies might feel a lack of representation if governance was tied too closely to one educational agency. It was suggested that a lead entity be identified, because if governance is too spread out it lessens effectiveness.

Another individual indicated that a shared-decision making is more complicated, but if a paradigm shift from the one-person-in-charge, traditional leadership is wanted, it might be worth exploring. One person in charge diminishes ownership by the entire group; rotating leadership might be a better alternative.

There was a lengthy discussion about Public Law 99-457, Early Intervention legislation. It was suggested that this legislation be a model for shared leadership. The legislation established a council which was in charge of leading the lead agency. The council system design mandates interagency agreement and defines the piece each agency is responsible for.

Another possibility would be to identify someone highly visible and link that person to family literacy—a Family Literacy Czar.

It was suggested that the group look to the Governor's office to see if this is a project that office would take on. The Governor is the key person and has the weight to move the family literacy agenda forward. At the same time, the council should be named something other than "advisory," in order to lend it strength and credibility.

Concern was expressed about the program being a pet project within the Governor's office. The focus might become clouded and/or the agenda might change. In addition, problems potentially arise when the administration changes.

The group also expressed a need for membership continuity between the existing policy group and the yet-to-be-formed council (which later was called a committee). There was great interest in passing along the knowledge and the work of this group to the following group.

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26 Taken from the minutes of the policy meeting.

Appendix 11[27]
Subcommittee Discussion

Subcommittee members met to discuss strategies to gain support from the Governor to advance the recommendations as outlined in the position paper. Members thought that it would be best to gain support from each state agency's director before presenting the agenda to the Governor. Members believed that a demonstrated cooperative state agency effort would ensure the Governor's support. Some members felt that it was a critical first step to have the directors of the state agencies sign off on such a cooperative agreement.

The members then discussed what the family literacy council should look like. One member suggested that since the Illinois Literacy Council had a family literacy subcommittee, that this council be in charge of the state family literacy agenda. Another member stated that the Illinois Literacy Council looked at adult literacy issues and its charge was not really education of both the child and adult. In addition, the ILC does not have authority over policies and programs in the state. It is really an advisory council to the Secretary of State in the area of adult literacy. Further discussion took place around the necessity of forming yet another "council" in the state. Illinois, like many states, seem to have an abundance of councils. Members felt that if one were to be formed, it must have authority to make policy and program decisions.

It was then proposed that an "interagency committee" be formed which would oversee family literacy policy and program decisions. Members would represent:

1. Illinois State Board of Education- Adult Education and Literacy Section and the Early Childhood Section;
2. Secretary of State Literacy Office-Illinois State Library;
3. Illinois Community College Board;
4. Illinois Department of Public Aid;
5. Department of Children and Family Services;
6. Head Start;
7. General Assembly; and
8. Local family literacy programs (4 representatives).

The family literacy subcommittee of the ILC could function as an advisory arm and possibly take on responsibilities in the area of public awareness and program advice.

The ILRDC staff drafted a one-page "declaration" and sent it to each state agency representative for review. Drafts were finalized and taken to the directors to sign. Once the signatures are obtained, the subcommittee will meet to discuss steps to gain support from the Governor.

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27 This is a summary of the minutes of the meeting.

Appendix 12
Family Literacy Initiative

We recognize the seriousness of the continuing cycle of illiteracy among a large portion of the Illinois populace, and find there is an urgent need to enhance the educational achievement of both adults and their children; therefore, we endorse the concept of family literacy.

Family literacy programs are unique in that they offer literacy and life skills instruction for parents or adults within the family; language, literacy and play experiences involving the parent and child in reciprocal learning and teaching; literacy and language experiences for children with special emphasis on young children; and collaboration among programs serving children and adult learners.

To ensure coordination and expansion of these unique and exciting educational opportunities for Illinois families, we endorse the creation of an interagency committee on family literacy. We recommend that this committee be appointed by the Governor and have decision making authority. The committee shall include the directors or designees of the following:

- Illinois State Board of Education, (1 representative for adults; 1 representative for children)
- Illinois Community College Board
- Illinois Department of Public Aid
- Secretary of State's Literacy Office
- Department of Children and Family Services
- Head Start
- General Assembly
- Local family literacy programs (4 representatives)

The committee members would be responsible for the coordination of family literacy activities among the state agencies. Their initial tasks would include:

- developing bylaws;
- identifying the target service populations;
- setting agency eligibility criteria; and
- preparing and submitting a plan to coordinate existing services, improve programs, and maximize resources for family literacy.

Like the nation, Illinois is suffering from an educational crisis which has severe civic and economic repercussions. Family literacy programs may be part of the solution. Such programs have the potential to change the lives of many Illinois adults and the children in their care. Family literacy programs can ensure improved literacy for today's families and for future generations.

Signature

Title

Agency

Date